



County of San Diego

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Community Corrections Partnership Meeting Minutes October 25, 2012

CCP Executive Committee Members Present: Mack Jenkins (Chief Probation Officer); Bonnie Dumanis (District Attorney); Will Brown on behalf of William Gore, (Sheriff); Nick Macchione (Director, Health and Human Services Agency); Henry Coker (Public Defender's Office); Frank McCoy (Police Chief, Oceanside Police Department)

CCP Committee Members Present: Ron Lane (Deputy Chief Administrative Officer, PSG); Dr. Cynthia Burke (Director, SANDAG)

Welcome and Introductions

All of the CCP members in attendance introduced themselves.

Review and Approval of Last Month's Minutes

Chief Jenkins tabled the approval of the previous meeting minutes as there was no motion to accept them.

Announcements

The Chief reported the second annual Realignment training conference entitled, "Innovations and Public Safety and Justice in California. Practices in Population Management" will be held in November. The conference is being hosted by the California State Association of Counties (CSAC).

Chief Jenkins announced that the Probation Department was successful in obtaining a grant from the US Department of Justice called "SMART Probation". The funds from this grant will be used by the Probation Department to advance the already on-going implementation of Evidence Based Practices in the supervision of high risk offenders. SANDAG will be responsible for evaluating the outcomes.

Protect community safety, reduce crime and assist victims through offender accountability and rehabilitation.

SB 678 Plan Update

- **Evidence Based Practice Supervision Program-** *Scott Huizar, Probation Director*

Director Huizar reported that the Evidence Based Practice Supervision Program is offering treatment services to high risk probationers in all areas of San Diego County. High risk probationers are referred to one of six Regional Recovery Centers located throughout San Diego County. Three Probation Aides assist 41 high risk Probation officers in enrolling probationers in services. These services include substance abuse treatment, cognitive behavioral treatment, mental and physical health assessments, and educational services. The Probation Department completed 937 referrals in fiscal year 11/12.

- **Integrated Behavioral Intervention Strategies (IBIS)-** *Scott Huizar, Probation Director*

Director Huizar also provided an update on Integrated Behavioral Intervention Strategies, or IBIS, a training that provides case management tools to officers. The training combines motivational interviewing and cognitive behavioral intervention strategies to help guide probationers' behavior change and reduce recidivism. Since the inception of this model, a total of 90 Senior Officers have been trained to mentor a total of 360 line staff. As of August 2012, an additional 26 Senior Officers began training to become mentors to the 360 line staff. Approximately 80 line staff will begin training in October 2012. In addition, four, one-day training courses have been scheduled for upper management. To date, approximately 90% of Adult Field Service staff have been trained in IBIS and over 50% of departmental employees have been trained in the IBIS model.

Due to a concern regarding the high jail population, the Implementation Committee has moved forward with the Incentives and Sanctions continuum without administrative jail custody as a sanction. The Implementation team will reconsider including the option once it is determined the jail population will allow for such a sanction. In lieu of administrative jail custody, the Implementation Committee is evaluating work furlough, work projects, residential reentry programs, and the County Parole and Alternative Custody option. Incentives for good behavior include food and clothing vouchers and bus passes.

- **Treatment Update-** *Susan Bower, HHSA Director Of Operations, Behavioral Health Services*

Director of Operations for HHSA's Behavioral Health Services, Susan Bower, reported on the six regional recovery centers throughout the County that provide treatment services to the SB678 population. Beginning in July 2012, HHSA executed a contract with *Telecare* to provide full service partnership services to offenders that are severely mentally ill. The contract was originally drafted to serve twenty offenders. This number has already been reached and the contract will need to be expanded. The Steering Committee will review the additional funding required to meet the needs of these offenders.

A mental health counselor now completes screenings at all regional recovery centers. In addition, physical health screenings are completed onsite. The population at the centers is primarily adult, Caucasian males. The substance of choice is marijuana (33%), closely followed by methamphetamine (30%), alcohol (21%) and heroin (12%). For this population, there is a high need for stable housing and residential treatment.

It was noted that information sharing takes place on a continuous basis between the supervising probation officer and treatment providers.

The Executive CCP members requested that the Probation Department and treatment providers document the number of SB678 offenders referred to treatment, the number enrolled and the number who complete treatment. The committee would also like to know the treatment received.

Dr. Cindy Burke reported that SANDAG is currently in the process of looking at three different groups for an SB678 evaluation. SANDAG is working with HHSA to gain access to the needed files for this evaluation. A partial update should be completed by December 2012.

Public Safety Realignment Update

Scott Brown, Special Projects Manager for the San Diego Superior Courts and Chairman of the CCP Steering Committee, introduced the Steering Committee presentation to those in attendance. At previous meetings, he explained, the CCP Executive Committee had received information and took action to address the most significant shift in county responsibilities for criminal offenders in decades. One year into the implementation, members of the Steering Committee would update the Executive Committee on the accomplishments, challenges, priorities and actions taken to date to effectively manage the offender populations and protect community safety.

As previously noted, the Realignment Plan was to guide the implementation of AB109. The three goals of the plan are: 1. Efficiently use jail capacity 2. Incorporate reentry principles into in-custody programming 3. Use research both to support how Probation supervises Post-Release Offenders in the community and as part of sentencing to reduce recidivism.

Prior to the implementation of Public Safety Realignment, the State Department of Finance provided an estimated increase in the average daily inmate population for each county at full implementation which was to occur after two years. The Department of Finance projected that San Diego County Sheriff's Department would have an average daily population increase of 1,821 Non-Sexual/Non-Violent/Non-Serious felony offenders. The Department of Finance also projected an average daily population increase of 256 offenders returned to custody for parole or probation violations, a combined total increase of approximately 2,100 offenders in the average daily population. In addition, the state advised San Diego County to expect roughly 2,000 Post-Release Offenders requiring supervision by Probation.

In the first year, a total of 1,814 offenders were sentenced pursuant to PC 1170(h). As of October 1, 2012, there were at total of 1,596 realigned offenders in custody. Of those, a total of 933 were sentenced pursuant to PC 1170(h), 318 were Post-Release Offenders and 345 were parolees. The Post-Release Offenders and parolees currently represent more than 600 inmates, far higher than the 256 offenders projected by the State Department of Finance. In addition, a total of 2,736 Post-Release Offenders have been released from state prison to San Diego.

- **Goal #1: To Efficiently Use Jail Capacity-** *Erika Frierson, Lieutenant, Sheriff's Department*

Erika Frierson, Lieutenant with the Sheriff's Department, reported that since implementation the Sheriff's Department has operated its jails at a capacity of 95%-99%, a 14% increase since October 2011. To effectively manage the impact of Realignment, recidivism must be reduced. Lieutenant Frierson reported that expanding jail capacity is simply not a solution in and of itself; it must be coupled with effective treatment, programming and alternative custody options. The Sheriff's Department has trained staff in Motivational Interviewing and in the use of data driven practices. Additionally, the Sheriff's staff continues to hear from stakeholders such as judges, attorneys, deputies and officers regarding the impact of Realignment. This educational process continues to be a valuable influence on policy and procedural changes.

An update was also provided on Work Furlough. This is a long standing program which allows inmates to work in and interact with the community while still under custodial supervision. With the recent approval by the Board of Supervisors for the Sheriff's Department to co-administer the program with the Probation Department, an expansion of this program is anticipated. In addition, the Probation Department has added the Residential Reentry Center Services to the existing Work Furlough Program. The Residential Reentry Center (RRC) began operations on April 16, 2012. The Residential Reentry Center was created for unemployed county inmates who are employable. In the RRC, suitable offenders will receive work readiness and job search training, and will be provided an opportunity to obtain employment while serving a jail sentence. The Sheriff's Department will be working with Probation to maximize the use of the existing 75 beds in the RRC. In addition, the departments will explore options to expand the number of available beds to create additional capacity in the jail for 1170(h) inmates while also providing inmates with job training prior to completion of their sentences.

The County Parole and Alternative Custody Unit (CPAC) was noted as an additional initiative in support of Goal #1. The CPAC unit is dedicated to offender reentry through the employment of alternative custody options, including a home detention electronic monitoring program.

On October 1, 2012, there were a total of 164 offenders in the community serving time in an alternative custody option program such as Electronic Monitoring, the Residential Reentry Center or Work Furlough. When alternative custody options are used for low risk offenders, jail bed space is freed for those who are of higher risk.

- **Goal #2: To Incorporate Reentry Principles into In Custody Programming-** *Erika Frierson, Lieutenant, Sheriff's Department*

Lieutenant Frierson also reported on two accomplishments supporting Goal #2 of the Realignment Plan: 1) The expansion of the reentry services by the Sheriff's Department and 2) The groundwork progress for the long-term programming for the inmates in custody pursuant to PC 1170.

On August 24, 2012, the Sheriff began the transformation of the East Mesa Detention Facility into a reentry facility. This expansion will ensure the underlying needs of sentenced inmates are met, and make the best use of their time in custody. Efforts are focused on new programs that target recidivism and on reentry practices that are proven to work, also known as Evidence Based Practices. In fiscal year 2013, the East Mesa Detention Facility (EMDF) will undergo an expansion that will increase facility capacity to approximately 1,000 beds at its completion in fiscal year 2014. This facility will offer wrap around services for the inmates enrolled in reentry programming.

EMDF has become a stand-alone reentry facility. To effectively oversee this change, management at the facility has increased from a Lieutenant to a Captain. Additionally, a new Reentry Services Manager position was created and tasked to work closely with the EMDF Captain to develop a comprehensive reentry program. Currently, construction is scheduled to begin in Spring 2013 with occupancy scheduled for Spring 2014.

Members of the CCP are working together to properly identify the various 1170 (h) profiles that would most benefit from long term in-custody programming.

- **Goal #3: To Incorporate Evidence Based Principles Into Supervision, Case Management and Sentencing of Offenders-** *Cesar Escuro, Probation Director*

Probation Director, Cesar Escuro, reported updates on initiatives in support of Goal #3 of the Realignment Plan. Probation created a Post-Release Division to work with the Realigned population. There are six units throughout the County – East County, South Bay, Central Mid City, Central Downtown, North County Inland and North County Coastal. The growth of the division has reduced the caseload ratio to approximately 52 to 1. The goal is to have a caseload ratio of 40 to 1 by the end of the year. Director Escuro noted that Probation officers utilize the “balanced approach”, holding offenders accountable while assisting them with rehabilitative services and support.

Director Escuro also provided an update on the Behavioral Health Screening Team (BHST). The team includes a program manager, medical case manager and four clinicians to screen all Post-Release Offenders reporting to the two intake locations at the North County Probation Office and downtown’s Hall of Justice for alcohol and drug abuse and mental health needs. Offenders are linked and referred to needed services by the screening team in consultation with the probation officer.

In addition to the implementation of the Behavioral Health Screening Team, the Health and Human Services Agency expanded capacity with mental health & substance abuse treatment services. Further, at the onset of Realignment, mental health and substance abuse contracts were expanded to allow for the projected increase in need for these services created as a result of AB109.

Director Escuro noted that continued funding for Reentry Court will be needed. State funding ended and existing funds are diminishing. This is a successful program for the Realigned population. By utilizing Reentry Court, participants are diverted from costly incarceration into programs that offer substance abuse treatment and educational/vocational training giving them the tools to become productive citizens.

Participants are rigorously monitored by the court and local law enforcement, parole and probation officers. Today, the program has approximately 65 participants including 4 Post Release Offenders.

Tracking Known Offenders (TKO) was noted as an additional initiative in support of Goal #3. Implemented by the Probation and Sheriff's Departments, the program was developed to more effectively share criminal intelligence information between Probation and the Sheriff's department in order to enhance accountability on adult probationers in the community. The program utilizes the abilities of Sheriff's deputies in the monitoring of offenders on probation supervision. Expanding concepts of TKO to the Realigned population will be a part of the effort for the Probation Department to more effectively supervise Post-Release Offenders in the community.

In an additional effort to working collaboratively with law enforcement partners locally, the Post-Release Division has co-located probation officers at four law enforcement agencies: Oceanside PD, Escondido PD, San Diego PD Mid City, and the San Diego Sheriff's Department Valley Center branch. Probation officers serve as a liaison and conduit for any information related to offenders under probation supervision. Probation officers and police officers in the various agencies share information may conduct joint home visits and collaboratively monitor locally supervised realigned offenders. In the near future, co-locations will be expanding to nine additional departments/stations: El Cajon PD, La Mesa PD, SDSO-Lemon Grove, SDSO-Santee/Lakeside, SDSO-Alpine, SDSO-Imperial Beach, SDSO-Vista, Chula Vista PD, and National City PD.

- **Priorities & Challenges-***Matt Braner, Deputy Director, Public Defender's Office*

Matt Braner, Deputy Director for the Public Defender's Office, reported that considerable progress had been made in achieving each of the three Realignment goals. To fully achieve them, 3 immediate priorities were identified: community services, communication of new and permanent practices and taking a system wide approach.

Deputy Director Braner noted that the system depends on providing services such as drug treatment. These services need to be targeted to offenders based on their assessed risk and needs, both in custody and while under supervision. To that end, the Probation Department is set to begin including risk and needs assessments in their presentence reports. The Sheriff is completing assessments to determine the offenders most suitable for reentry or for alternative custody options such as electronic monitoring/home detention.

To reduce jail capacity, alternatives such as electronic monitoring, and employable work furlough have been utilized not only for sentenced offenders but as an option to pre-trial release on bail. Currently, these alternatives are not being used to their full capacity. In response, collaborative trainings to sentencing judges and attorneys are now occurring to communicate these options to the bench and bar.

Deputy Director Braner also reported that a supervision plan for the Mandatory Supervision Offenders is in development. The focus is to facilitate a smooth transition from incarceration to supervision and

ensure linkages to needed treatment services occur. Implementing this plan and ensuring that it is communicated to stakeholders is a top priority. Monitoring performance and measuring outcomes is also a top priority. Determining the data to capture and integrating data systems is an immediate challenge of the collaborative public safety partnership.

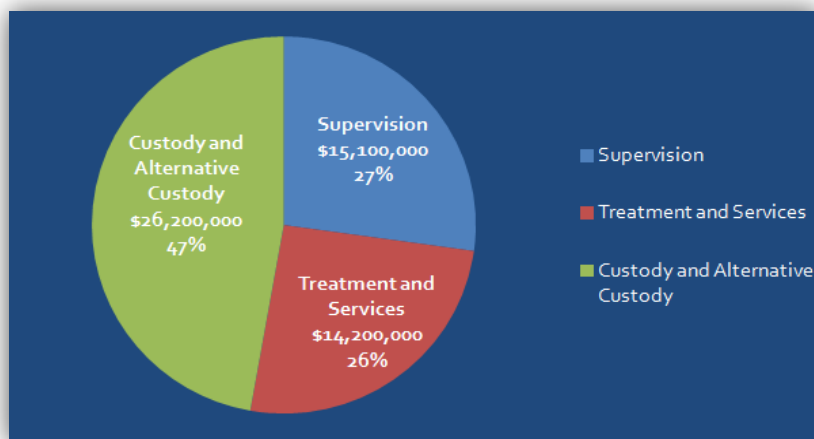
Matt Braner also noted that the community transition center is about to be opened. The center will be a facility where offenders recently released from prison or from the local jail can be assessed, a supervision case plan prepared and the individual linked to needed services such as drug and alcohol, mental health, and cognitive behavioral therapy.

Finally, Mr. Braner reported that a detailed grid identifying appropriate incentives to be used to reinforce offender's positive behavior as well as sanctions that can be used to respond swiftly to negative behavior is in development.

- **Allocation Review-** *Debbie Patag, Chief of Administrative Services, Probation Department*

Debbie Patag, Chief of Administrative Services for the Probation Department, reviewed the dollars allocated for Public Safety Realignment. As part of Realignment, the State directed certain sales tax receipts to the Community Corrections subaccount. These funds were to be used to address the impacts of AB 109.

On May 24, 2012, information was shared on the estimated sales tax receipts expected for the current Fiscal Year 2012-2013. The CCP approved allocations of those amounts to the following categories:



The State has estimated that San Diego County will receive sales tax revenues in the amount of \$59.1 million in the current year. This is an estimate and revenues may be less than that amount. A total of \$55.5 million has been allocated for the current year. Of the total monies allocated, 27% supports the supervision of realigned offenders in the community, 26% supports substance abuse and mental health treatment within the community and 47% supports the impact of AB109 on jail populations including custody and alternative custody options.

Housing Presentation - *Susan Bower, HHSA, Director of Operations, Behavioral Health Services*

Susan Bower, HHSA's Behavioral Health Director of Operations, presented on the need for stable housing. Upon release from prison, 15% of the Post Release Offenders reentering the community are currently reporting transient. A Vera Institute of Justice study analyzed 49 individuals released from New York state prisons and city jails. The study found that those living in temporary shelters upon release had more difficulty resisting drugs and finding jobs. Further, 38% of those who planned to live in a shelter absconded from supervision compared to only 5% of those with stable housing. As a result, the lack of stable housing exposes the community to further criminal behavior and recidivism and overutilization of the Sheriff's facilities. Additionally, it is important to note that incarceration costs are about four times more than transitional housing costs.

A pilot program was presented that will distribute monthly housing vouchers to approximately 150 Post-Release Offenders and Mandatory Supervision Offenders identified by the Probation Department as homeless or at severe risk of homelessness. The goal is to use housing vouchers for housing units that are currently receiving HUD funding scattered throughout the county. Offenders in residential substance abuse treatment or full-service partnership will be excluded from this pilot while they are in residential care, or have access to housing through the full-service partnership. The housing program will be incentive based. Also, the housing will be provided and funded up to twelve months. Arrangement with the programs to provide housing to the individuals after twelve months can be arranged if deemed necessary. At the housing units, Employment/Housing Specialists will be on site to assist with employment preparation and provide expert support to the offenders to achieve employment, assist with identifying and providing support to access entitled benefits (e.g. SSI, Medicare/Medi-Cal, LIHP, etc), and provide focused assistance in identification of stable long-term housing.

The estimated cost for the pilot project is \$2.5 million. Funding to initiate the pilot is currently available from the funds already allocated to treatment. District Attorney Bonnie Dumanis noted that she would like to see more money allocated for treatment and housing components because they are critical in assisting people to become whole again and reducing recidivism. The pilot project will be moving forward.

Voting Item

Michelle Bush of the District Attorney's Office presented a request to the CCP to approve funds for two additional victim advocates for the District Attorney's Office. These additional positions would work with the Sheriff's Department to address the restitution component and ensure that victim's rights and needs are addressed and that compliance with the State's constitutional mandates are maintained. The cost for these positions would be \$227,000, annually.

A motion was made by District Attorney Bonnie Dumanis and it was seconded by Public Defender Henry Coker. The motion was carried.

Public Comment

Margaret Dooley Sammuli, San Diego ACLU, acknowledged the stakeholders and commented on the importance of trainings being provided to various agencies. She suggested a similar training or flow chart be provided for those in the community trying to explain what is being done by the CCP. Additionally, she suggested attending focus groups to understand how the offender feels about the system being created for them by the CCP. Finally, she wanted to encourage employers to broaden their understanding of AB109 and to learn how they can participate in reducing recidivism.

Ms. Dooley-Sammuli highlighted that the ACLU supports propositions 34, 36, 30, and 38. These propositions would promote additional funds for the community and public safety.

Meeting Wrap-Up

There being no other comments, Chief Probation Officer Mack Jenkins adjourned the meeting.